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ABSTRACT

The decentralized structure and functions of labor unions and their educational programming are examined, and the support of federal and state legislation and colleges and universities are traced. The four union educational categories are labor education, apprentice education, vocational training, and self-improvement education. Labor education is nonvocational and includes training for union leadership, along with education regarding local, national, and international developments that affect the worker. Universities and colleges produce about 70 percent of the labor education programs, and cost-sharing arrangements are maintained between unions and the college programs. There are various financial options for labor education, including tuition aid benefits. Apprenticeship training usually begins after high school and extends for 2 to 4 years. Vocational education is responsive to labor market needs, is usually less than 1 year, and frequently is provided by the business or industry through collective bargaining. Self-improvement education focuses on basic skills and literacy and is either performed by unions alone or with the assistance of public schools. Three education and training roles performed by the AFL-CIO are also discussed. (SW)

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EDUCATION and TRAINING

in

LABOR UNIONS

Prepared for the National Commission on

Student Financial Assistance

by

John R. MacKenzie

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Education and Training in Labor Unions
by
John R. MacKenzie

I. Introduction

The topic of education and training in labor unions has not been thoroughly researched nor written about except for an occasional study, which once written, is rarely updated. This paper will briefly examine the decentralized structure and the functions of unions; describe the areas of educational programming, provide examples of programs themselves, and point out how unions' educational efforts relate to other organizations/ institutions and end with some recommendations for further study.

II. The Trade Union Movement in the United States

The trade union movement in the United States represents directly some 24.4 million workers.[1] The workers they represent vary from farm workers, factory operatives, construction craftsmen, miners, public employees (federal, state, county, city, town, school districts), actors, airline pilots, university and college professors and medical doctors to deep sea divers. Certain occupational groups or industries are more heavily organized than others and certain sections of the country such as the Northeast, Middle Atlantic, Midwest and Far West are more heavily organized than the South, Southwest and Rocky Mountain regions. Certain unions have membership that is distributed nationally, such as our letter carriers and the postal clerks. These union members reach into almost every community. Other unions, such as the auto workers, have the bulk of their members located in Michigan and the Midwest. Federal union members are concentrated in Washington, D.C. and at government regional

headquarters or defense installations here and abroad. Union membership is more heavily concentrated in heavy industry, utilities, mining, construction, transportation, federal employment (57% organized)[2] and teaching. The less organized sectors are among white collar, clerical, retail, technical and professional workers. Unions have begun to make inroads into these groups in recent years.

The organized work force of 24.4 million constitutes about 20 percent of the total work force.[3] This is one of the lowest percentages among industrial democracies.

The primary union organization in the United States and Canada is the international union that represents workers in both countries, and the national union that represents workers only in the United States. There are 174 national and international unions and 34 employee associations classified as unions according to the U.S. Department of Labor's survey of unions[4] These union organizations vary in size from the largest single international union, the Internal Brotherhood of Teamsters, with its two million members down to unions of less than 1000 individual members nationally.[5] The union organizations are autonomous from each other and from the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO), even if they are members of the "House of Labor." The international unions usually have two subordinate units, the district or region and the local union. The degree of internal autonomy given to the locals or districts (usually administrative units of the international) may depend on the international union's history, the industry it has organized, the type of occupational groups it represents and the internal constitutional compromises that were made. The old AF of L unions, made up in large

measure of craftsmen provided their locals with more autonomy. This was due, in part, to the fact that they operated in local, noncompetitive labor markets. The locals of international unions that once belonged to the CIO often were more tightly controlled as they operated as one local in a national industry that had many local unions.

National and international unions and their locals have the primary representation functions within the trade union movement. They represent the members in the labor relations-collective bargaining process. There are 195,000 collective bargaining agreements covering 24.8 million workers.[6] This is the most powerful representative function and the one that claims the workers' primary loyalty.

The national and international unions have approximately 63,721 local union affiliates.[7] Each of these local union affiliates may carry out some or all of the representative function of their internationals and in many cases carry out a number of functions for their members beyond that of their international. This oftentimes includes the education, vocational training and apprenticeship functions.

The majority of the international unions belong to the AFL-CIO and one or more of its membership departments and work cooperatively with the Federation on its political, legislative, educational, international activities as well as other functions.

The AFL-CIO (through its predecessor organizations) was 100 years old in 1981 and held a major celebration convention in New York City. This convention stressed its historical presence, the merger between the AF of L and the CIO in 1955 and updated its policies and purposes as it looked to its future and the nation's future. One of the major themes was

educational opportunity for all citizens of whatever age. But, before looking more specifically at the education and training functions of the AFL-CIO, it may be better to discuss its structure and function and the central role the Federation plays in policy determination with emphasis on the education and training functions.

The AFL-CIO represents, according to its last Executive Board Report to the 1981 Biannual and Centennial Convention, approximately 13.6 million workers who belong to about 105 international and national unions that are affiliated with the Federation.[8] The AFL-CIO is a voluntary organization that represents international unions which, in turn, represent their members. The AFL-CIO is supported by a per capita tax paid by the international unions primarily based upon their membership. The other source of operating income comes from the 23,839 members that belong to directly affiliated local unions and state and local central labor council charter fees and annual dues.[9] Monies that have been received from government and foundations grant sources are for specific purposes and cannot be spent except to carryout the grant purpose. It might be well to point out that the international unions have the same income sources except that certain of them may own income producing property. With very few exceptions, the large amount of accumulated funds that are in international union treasuries are funds dedicated to a purpose, such as pensions, life and health insurance, vacation funds, strike funds, etc. These funds cannot be used except for the purpose they were collected. The majority of the national and international unions usually do not have enough money to carry out their basic representative function, which in rough order of priority would include labor relations-collective bargaining, grievance-arbitration, strikes, union

security, legislative and political activities. These are the primary functions that directly affect the members and as the unions' national and top local leaders are elected officials, they must serve the bread and butter function of the unions first, to maintain their elected positions, and if time, interest money or necessity dictate, the leadership may move toward other functions such as education and training. The major exception to the order of priority would be in the craft union where apprenticeship training and journeyman upgrading may be placed ahead of the political and legislative functions the majority of the time as it is a bread and butter function.

The AFL-CIO, like the national union, is a three tier organization with the national federation at the top and its 51 chartered State Central Bodies and the Commonwealth of Puerto Rico and the 746 local or geographic area central bodies making up the supordinate units.[10] The central bodies are open to the local unions of international unions that are affiliated with the AFL-CIO. The local unions within the state or geographic region of the local central body may belong to that organization by paying the agreed to per capita tax to each. The State and Local Central Bodies are creatures of the national AFL-CIO and are bound to follow AFL-CIO policy where it exists, otherwise they can attend to local union concerns that are expressed by their membership. This might include developing education programs for their affiliate members with a local university or college.

The major functions of the AFL-CIO are legislative and political at the national level. There are other departments that provide support to the AFL-CIO and service functions to the affiliate international unions such as research, education, community services, civil rights, social security and retirement, safety and field services that assist the AFL-CIO regions and

central bodies and in organizing the unorganized and international affairs.[11] This latter is an exclusive function of the AFL-CIO and it is recognized as such by the international unions as well as the U.S. government in selecting the worker delegate to the International Labor Organization (ILO) or its representation functions in the International Confederation of Free Trade Unions (ICFTU). The AFL-CIO operates three major educational institutes in Latin America, Asia and Africa as part of its international functions to assist unionists in countries in those areas of the world.

The AFL-CIO also has membership departments that national and international unions may join if they represent members in the jurisdiction of the department's industrial/employer field. These departments include the Building and Construction Trades Department, the Metal Trades Department (primarily at naval ship yards) Public Employee Department, the Professional Employee Department (the newest), and until recently a Railway Employees Department (now disbanded). These departments are open to the international unions that are members of the AFL-CIO, who have members in the department's jurisdiction, and who pay the necessary per capita tax to support the department. The departments permit unions in like industries such as building and construction trades or government or professional employees departments to work together, exchange information, settle certain internal differences and establish a unified political and legislative policy that will directly affect their membership. These departments have their own officers, boards and conventions to set policy and then try to work within the AFL-CIO to get their policy adopted by the national AFL-CIO. These units may carry on a variety of programs for their members and many of them include education and training functions.

III. Trade Union Education and Training Functions: An Overview of the Problems

The role of the trade union in education and training both internally and externally has never been adequately researched by the union organizations, by labor educators at universities and colleges or by external professionals. The reasons for this may be the complexity of the task, the time required, the understanding of the internal political interrelationships that exist within unions and among unions, being acceptable or trusted by unions, the availability of funding and perhaps that no one ever attempted to chronicle the education and training efforts of trade unions. This is not to say the field is fallow and nothing has been done. It has, but only in one or another segment of the education and training programs that unions carry out and not at the same time. The major field of labor education, which has five general categories, was studied by Lawrence Rogin and Marjorie Rachlin under a two year USOE grant.[12] This study was in the base years of 1965-66. There has not been another definitive study completed since that date and labor education and labor studies have expanded and changed since them. Lois Gray at Cornell University's New York State School of Industrial and Labor Relations has written on labor studies degree programs for the University and College Labor Education Association, the Monthly Labor Review and elsewhere since the Rogin-Rachlin Report was published. The U.S. Government looked briefly at the government funded vocational programs that unions co-sponsored or participated in on behalf of their members, the unemployed and the disadvantaged. This pamphlet was published in 1977 covering the period from 1963-1976.[13] A few international unions have records of their

training programs that were sponsored or co-sponsored by them, such as the CWA's staff training program that received recommended credit from the American Council o.. Education, Office of Educational Credit.[14] Other international unions have over 300 local unions, so the complexity of information gathering can be understood. The AFL-CIO Education Department may be aware of educational developments, yet they do not collect the information on the educational efforts of the AFL-CIO's membership departments such as the Industrial Union Department or the State and Local Central Bodies or national unions that are affiliated with the AFL-CIO. Certain international unions have information available on their apprentice training programs that their local unions sponsor and others do not attempt to collect this information. Any attempt to definitively obtain this information would require that several sources can be researched. The local unions that carry on short-term vocational education programs may never report them or other self-improvement programs to their internationals. The programs may be developed under a collective bargaining contract with the employer or employer association, by the union alone or with a state manpower agency, community college or state university.

A review of the available university and college annual-biannual reports on their labor education activities demonstrate that there is no uniform system of reporting labor education programs. Colleges may report through the National University Continuing Education Association (NUCEA) and, perish the thought, list the labor education programs under the business and industry category. The major point is that there is data available to the right person(s) who can obtain access to it and understand what they have and how to assemble it. The following section will not

adequately cover the field of union education and training but it should help set parameters for future study and provide the reader with a working knowledge of the trade educational functions. It should be noted that the scope of these functions such as number of programs, subject areas, delivery formats, persons served and dollar amounts may be missing or only partially reported.

Now that the limitations have been noted, this paper will attempt to tie the trade union educational functions into the structure discussed perviously. We will first look at the four union education functions, provide definitions and then discuss the trade union relationships to organization providers. This latter is very important because the related organizations are either primary suppliers of education and training or those who supply funds or generate funds to carry on the education and training.

Trade union organizations may provide one or more of the four areas of education and training or none of them. Less than one-half of the national and international unions do not provide education and training on an ongoing basis. Therefore, what follows will not apply to all national or international unions.

Labor Education

The four general union educational categories are 1) labor education, (2) apprentice education, (3) vocational training and (4) self-improvement education (this includes cultural).

Labor education is non-vocational and it arises in major part out of the work place and the organized worker's role as a worker and as a member of the union. It includes education for union leadership in order to

permit them to carry out their institutional (union-administrative) functions and representative functions. In addition, labor education assists the worker to understand the developments within the worker's community, state, and nation as well as international issues that affect him. This enables the worker to become an informed and participating member of his democratic society.

Lois Gray found five labor education educational groupings. "These include: (1) Ideological (based on a commitment to social change) (2) Institutional (designed to build institutional loyalty and participation) (3) Professional (preparation for leadership) (4) Remedial (raising the level of the educationally disadvantaged) and (5) Cultural (for live enjoyment)."[15]

Labor education is by far the most wide ranging of the educational categories that unions provide to their members either alone or in conjunction with universities and college labor education centers. The number of international unions that have ongoing educational programs is estimated to be no more than 40 out of the 174 that exist or about 25%.[16] This does not mean that the other international unions do not have occasional programs that are developed by their elected officers and staff, with or without the help of the AFL-CIO Education Department or universities with labor education centers. Many of the local unions within international unions may develop their own programs, using the facilities of their state university or community college without knowledge of or participation by their internationals. Today,university labor education centers develop programs with unions, through the joint planning process. Universities and colleges produce about 70 percent of

the labor education programs. Unions provide about 25 percent. The remaining 5 percent of the providers are varied such as the Catholic labor schools, the Brookings Institution, the Federal Mediation Conciliation Service or the U.S. Department of Labor, to name a few.[17]

Today, there are 47 universities and colleges with labor education (non-credit) or labor studies (credit and degree) in 27 states, the District of Columbia and Ontario province in Canada. The number of university programs almost doubled during the decade of the 1970s from 27 to 47.[18] Labor education, in addition, went through a period of internal expansion with staff increases, primarily in the industrial states. A second area of increase was in the field of labor studies or credit and degree programs. These began in the late 1960s at the University of Massachusetts with the development of a Master's of Science Degree in Labor Studies. This was closely followed by a Master's Degree at Rutgers. Today it is estimated there are over 60 degrees in Labor Studies ranging from the Associate to Master's Degree. The majority of these degrees in Labor Studies at community colleges entered the field in the early 1970's. The community college provides a particularly good vehicle for labor studies because it is located in the counties and cities where the workers live and work and the tuition is low enough for workers to continue their education. The close proximity of the community college permits the worker to complete his day's work, go home, clean up, have a meal and attend college in the evening (or a weekend).

Labor studies course curriculum is in part interdisciplinary, but it has its own core of knowledge that directly relates to the union as an

organization and its representative functions. Courses include some of the following: union administration, labor history, labor and politics, comparative labor movements, for example. The second course sequence would relate to the union's representative function or what we know as industrial relations or labor relations, collective bargaining, arbitration and dispute settlement. The third sequence would include courses that stem from the work place and labor's community role. These might include occupational health and safety, quality of work life, protective labor legislation (wage-hour, workman's compensation, unemployment compensation, social security, child labor, union women), and labor and the community.

The state university labor education centers develop labor education programs with union organizations through the process of joint planning (attempting to meet the present educational needs, not just teaching a pre-packaged program), developing the program at the state university and then carrying it out into the field to the workers' home communities or places of work. Labor education follows the cooperative extension model. The programs were both academic, practical and as Larry Rogin tells us, they were also action oriented.[19] They were arranged so that the officers and members could make use of the course content as well as understand the theory and history. These programs might include union administration, how to run a union meeting and laws governing the unions. Under the representation functions, you may have courses in collective bargaining, grievance procedure and steward training, arbitration and the legislative process.

The next step in progression was to develop more in-depth courses and to utilize the social sciences such as labor and the economic system

or labor and the political system. The Union Leadership Academy (ULA) developed these courses on a multi-state basis for Penn State, Rutgers and the West Virginia University by providing eight short course programs and yearly conferences. The ULA provided a special certificate and recognition conference for workers who completed the entire eight courses.

Unions in turn began to call more and more on the university for assistance, for information, for research and eventually for trained personnel. Unions, like business, medicine, engineering, law, education and public administration before them began to call on the public university and college with increasing frequency to meet their needs and the response began to build primarily in the industrial states. There are university and college programs in labor education or labor studies or both in 27 states.[20] Unions, government and business operate within worldwide or regional organizations (free world) and they are compteing more in the international arena and education is more and more necessary to all participants.

The workers turning to the university is accentuated by another factor, the educational level of the work force has risen 29 percent with high school diplomas to 39 percent in the period between 1959-1979.[21] This brings a greater percentage of workers to the university gate and these gates are slowly creaking open to permit the university to admit the working adult.

The costs borne by workers who are seeking to go to the unviversity or by tuition aide programs that have been developed at the workers' place of employment through the collective bargaining process. Education through

the tuition aid program is the newest fringe benefit. Labor education costs, like most state university program costs, are partly subsidized by the taxpayers in each state in much the same way the taxpayer subsidizes the cost of schools of business, engineering, education, law and medicine. Unions have not supported the development of university and college labor education centers in each state as a matter of policy nor have unions developed a clear education strategy to meet their own needs. Unions, however, can and do assist the state universities and community colleges (less here because of the credit program dominate and standard payment for full-time equivalent students that the state pays to the community college). Unfortunately, the unions have had to be vigilant as a few business, industrial and conservative interests in certain states have worked against the trade union having access to state university programs and centers. The lack of national union policy, occasional conservative opposition , union member attitudes toward higher education and the fact that the labor force mix in the states varies has demonstrated the need for a national policy and support for labor education.

Union leaders and labor educators, understanding the need for a more coordinated national system that would have federal support, called for a national labor education extension act, similar to the Cooperative Extension Act. The labor extension program would be housed in the Department of Labor. The first attempt 30 years ago reached Congress and a bill was drafted but failed in Congress. In recent years, labor leaders such as Leonard Woodcock, former President of the United Auto Workers and Ambassador to China and J.C. Turner, General President of the Operating Engineers, AFL-CIO, called for the labor education extension act. J.C. Turner, addressing the National Invitational Conference on Continuing Education, Manpower Policy

and Lifelong Learning, sponsored by the National Advisory Council on Extension and Continuing Education (that was open to labor, business, post-secondary instututions and the federal government) raised the issue of a national labor education act as follows:

> "Some 30 years ago, as a Vice President of the Greater Washington Central Labor Council, I assisted in drafting proposed legislation that would have created a National Labor Education Extension Act...a labor extension education program operated through the State University system could give us a great benefit for America's workers--the industrial classes--as the Agricultural Extension Service has had for farmers. I request your consideration of this during your deliberations."[22]

The cost of individual labor education programs are borne in part by union organizations. The local or international or the individual member may pay from 20 to 50 percent of the cost of a program on a fee basis that is co-sponsored with the state university labor education center.[18] Unions however, through the joint planning process assume other costs; recruiting, providing speakers, printing, instructors, refreshments, lodging, loss of time and other costs. There is no standard for determining cost and each union organization, because of their decentralized internal system will pay in different ways and the process of joint planning means that the internal costs variables are almost infinite. Nevertheless, overall costs may be determined for short courses, conferences, workshops, institutes or seminars of similar length and content.

There are cost sharing arrangements in labor education that take place between unions and the university and college labor education programs. The loss of time cost can be substantial, especially for week-long programs. The unions that do this on a more or less regular basis are making contributions to labor education that in many situations go beyond the

program cost. When business send its managerial, technical and professional employees to education programs their salaries continue. This is not usually the case for hourly employees. The average worker with his current income can ill afford to lose a week's pay so unions have to assist the worker with loss of time payments from their treasuries. In addition, business managers and professionals can write off some or all of the education cost through corporate or individual tax deductions. Workers, on the other hand, have to prove occupational relevance to obtain the same deduction. A small IRS class discrimination. Some firms that provide their workers with negotiated educational fringe benefits may also provide additional payments for the workers' taxes.

The educational fringe benefits have great potential to assist workers to improve their position by being able to retrain for jobs that require greater skill or to protect themselves against technological change. The tuition refund also has the potential to permit the worker to use education as a means of self-improvement or to aspire to occupations or professions outside of his present work. In this respect, the tuition aid is also an indirect benefit to society by aiding in the education of its workforce and citizens generally.

Corporate tuition refund plans became available in 1904. But this benefit was not available to workers until the United Automobile Workers contract with the big three--General Motors, Ford and Chrysler--in 1964. In 1980, the UAW auto industry agreement tripled the tuition refund from $350 to $1000 per worker enrolled in accredited degree programs and from

$250 to $500 for certified craft training.[24] Other unions followed and the amount of potential dollars for education and training purposes rose to very high levels. However, there appear to be two major drawbacks to the use of these funds--union workers and management. Management often tightly restricts the use of the funds to direct job related education and training and the worker may receive his tuition benefits after the fact. This may inhibit the worker from using the funds due to high tuition costs and training fees. The second problem area is the union members not taking advantage of the opportunity to use these funds. Several authors that have examined this issue concluded that less than 1 percent of some blue collar workers and only 3 percent of the eligible workers made use of tuition refunds. However, where unions and management make special efforts, the workers do increase their use of the educational benefit.[25]

The tuition aid benefit is not a cumulative fund. The monies that are available must be used each year. However, unions have developed the educational trust fund where the money accumulates.

The trust fund may be utilized for labor education as well as apprentice, vocational or self-improvement education depending on how it is structured. This fund is usually developed through the collective bargaining process whereby the employer agrees to pay either a blanket rate per employee or a cents-per-hour rate into the trust fund. The fund may be jointly managed by management and labor. The advantage of the trust fund is that the money accumulates. The growth of the trust fund had to overcome legal hurdles as Levine and Hutton point out.[26] The Amalgamated Clothing Workers of America's Chicago Joint Board negotiated an education fund which provided for scholarships for higher education for both

members and their children. It was discovered that this was prohibited by the Taft-Hartley Act. This act governs labor-management relations in the private sector. The act was amended by Congress and the amendment was signed into law by President Nixon in 1969.[27] Since that time there has been a rapid growth of these funds among union organizations. Laurence Weinstein points out in his discussion of five union case studies on program cost and financing that one government employee union with 100,000 members has a benefit fund that accrues at the rate of $25 per member per year and that this generated a budget of approximately 2 million dollars. He notes that students in this union have a range of options open to them. They can choose job upgrading and training, remedial skill, college level courses available at the unions headquarters facility and courses on a college campus that lead to associate and bachelor degrees in labor studies and applied social sciences.[28]

Local 3 of the International Brotherhood of Electrical Workers, AFL-CIO in New York City provides education and training for its members and their families. This local had a cultural trust fund balance in September 1973 of $10,798,165 with employer contributions of $2,152,537 and investment income of $179,200.[29]

The total funds available nationally to workers through the trust funds has not been established. But they are growing at a rapid rate. My best estimate would range between the 200 million dollar and one billion dollar range.

Another development is the use of paid educational leave for workers. This is new in the United States but the practice is well established in

Europe for vocational education. Paid educational leave is available for managerial, technical and professional employees but rarely to the production and maintenance workers. The education community has long recognized sabbatical leaves and other forms of education as a necessity for professors and teachers. But few businesses have permitted educational leave for their production, clerical, maintenance employees. Kimberly Clark Corporation has been one exception and permits a controlled number of employees to go on leave with pay and at company expense to pursue education programs that meet company objectives.[30]

Unions have also provided educational funds to their member's children through scholarships. The AFL-CIO reports that there are well over $2,225,000 in scholarship aid money available through international unions and state and local central bodies.[31] In addition, they admit that their recent compilation merely scratched the surface in their attempt to compile the union scholarship funding. The union scholarships are usually awarded to the sons and daughters of their members that are in good standing. However, certain of the international unions provide scholarships to their members as well as their children or both. The International Brotherhood of Electrical Workers, AFL-CIO, offers 12 grants of $2,500 per year toward a bachelor's degree in specific fields.[32] The American Federation of Television and Radio Artists is an example of the former. It has eight separate scholarships that may be awarded to members or their children.[33]

Apprentice Training

Apprenticeship training is the second major area of trade union training. It is high skilled training that is "passed on" over a long period of time (two to four years), through a combination of one-on-one or small group training, on-the-job, combined with classroom training. The education and training is carefully designed so that it increases in complexity and as the apprentice increases his skill, his pay increases. The process of apprentice training in the construction industry in this author's judgment is much the same as it was when the Statute of Artificers was passed in England in 1562-3.[34]

With few exceptions, the apprentices today begin after completion of high school at about age 18 with a cut off age of about 26. The major exception may be for veterans, where the age is extended. In industry, the management of the firm will be the dominant force, controlling entry, the training process and the number of apprentices, with the union playing a lesser advisory or oversight role. In the building and construction trades, the local union and management set up joint committees in each craft and both sides usually pay for the training on a cents-per-hour basis. The union usually appoints the apprentice training director and the apprentice instructors and dominates the selection and training process.

The federal government assists with the process through the U.S. Department of Labor's Bureau of Apprenticeship and Training. The Bureau through its regional staff attempts to develop programs with management and labor. The community college through their technical training program working with management and labor or one or the other has been involving itself in apprentice training. However, the figures on the extent of this training and the cost or shared cost is not readily available.

Community colleges have entered the apprentice training field in another way. They have been providing credit for apprentice training as a part of their degree programs. Unions such as the Operating Engineers and the Brotherhood of Electrical Workers are major supporters of these programs for their members. The AFL-CIO's George Meany Center for Labor Studies through a grant carried this one step union-community relationship further by adding the Labor Studies component. This program design would permit the apprentice to have one-third of his credit for a degree to cover college requirements, a second up to a third for apprentice training and the final third for labor studies. In order to assist this program in its development, the Meany Center commissioned seven texts that would assist in the development of the labor studies courses in community colleges or in lower division programs elsewhere. This ties the union, management and community college together in one system of education with the federal government and state governments providing oversight and assistance. The number of apprentices in this country in 1979, according to the Bureau of Labor Statistics was 323,866.[35] The cost of apprenticeship programs from the union perspective can only be estimated as the cost figures have never been compiled although there are some industry and union figures available. The AFL-CIO expenditure estimate put the union cost of apprenticeship at around 80 million.[36] The total cost estimate would be higher especially if the cost of management controlled programs are added.

Vocational Education

The third area of union education and training is vocational education. This is an area of education that provides education of a shorter term,

usually less than a year. Unions usually provide this type of education in conjunction with another organization or funding source. The primary organization would be the business or industry through collective bargaining. Much of the training would be of a short term duration to meet specific labor market needs. Unions would want management to provide internal training in order to provide upward mobility for their presently employed members especially for long-term employees and employees who face a lay-off because of changes in technology or product line. Management may provide the training through in-house sources, through the public school system, a community college or private source. Training monies may be put aside as a part of the collective bargaining agreement which calls for the funds for the training or the funds may be requested from the public school system through federal and state government sources or the unions may pay for it themselves. Unions may receive federal, state or local manpower funds to provide training for their members or for others in their community, primarily the disadvantaged. The training may be financed in several ways, therefore, attempts to come up with overall national figures will be difficult.

However, union organizations have obtained grants from the Comprehensive Employment and Training Act of 1973, the Bureau of Apprenticeship and Training and other programs of the U.S. Department of Labor and elsewhere. The U.S. Government, in its Pamphlet, Labor Organization Participation in National Employment and Training Programs 1977, notes that thousands of unions and union members took part in the employment and training programs. The labor organizations trained 265,000 persons in USDL sponsored programs and unions received 185 million dollars to do the job from 1963 to 1976.[37] The breakdown was as follows:

	Persons Trained	Funds
National On-the-Job Training	111,106	$107,695,000
Apprenticeship Outreach	10,849	115,666,100
Promotion and Development (Job Development)	112,000	20,632,900
Job Corps	31,070	41,151,600

Self-Improvement Education

The final area of union education has been performed by unions alone in the private sector, but primarily assistance from the public school system where they are located so that they could assist their members to be able to read, write and perform arithmetic computations. Many of the programs in the past were developed by unions to assist their immigrant members to become more familiar with their new country and to be able to function and to obtain citizenship.

Today, the issue of basic education and the ability of entry level workers to function has been a major problem for management and unions and training has had to be focused on basic skills and literacy. In fact, this area has become important enough for the American Association for Adult and Continuing Education at its initial convention (merger of the Adult Education Association and National Association of Public Continuing Adult Education) in San Antonio, Texas in November 1982 to create a new section for business and industry that is to devote itself to literacy issues.[38]

Local 1199, now District 1199, negotiated a collective bargaining agreement with the League of Voluntary Hospitals and the Hospital League/ District 1199 Training and Upgrading Fund in July 1979. The fund received 1 percent of gross payable into the trust fund and was used to develop

programs. The major education concern was health care. The primary union goal was to upgrade their members who were Licensed Practical Nurses (LPN) and nurses aides who were being replaced by registered nurses (RNs) with baccalaureate degrees. The increased education requirements were also being felt in the support areas such as X-ray, respiratory therapy, laboratory technology and nuclear medicine. A second reason for the establishment of the fund was that 70 percent of the union's membership was Black or Hispanic and 85 percent female. The most widely utilized and most basic preparation that the fund offers is remedial.[3]

What applies to District 1199, with allowances for industrial sector differences in New York and elsewhere, can be generally applied to other areas. The education funds are being utilized to provide a variety of educational services to the members. The education programs meet the members where they are and attempt to improve their status on the job, in the industry and to provide opportunity outside of their industry for self-improvement and cultural enrichment.

The primary focus of this paper has been on the international union and its subordinate local union. But no discussion of labor education or training is complete without a brief discussion of the role of the AFL-CIO.

The AFL-CIO performs three education and training roles. They are the (1) legislative-political, (2) technical assistance and that of (3) education training and program developer that includes teaching. In the first role the AFL-CIO provides legislative policy development that meets the needs of the affiliate international unions as well as that of the public generally. The policy development takes place through its biannual convention resolutions, that once passed are acted upon by the operating

departments of the AFL-CIO. In the case of education, these would include the Department of Education, the Legislative Department and the Committee on Political Education. Once an education bill is drafted by the AFL-CIO and submitted to Congress, the AFL-CIO, the affiliate international unions and state and local central bodies lobby for the bill's passage. The AFL-CIO will also support education and training legislation sponsored by other organizations if it agrees with the intent. It may work to develop legislative initiatives with several organizations. In addition to drafting and supporting education legislation and getting it on the books, the AFL-CIO will also support legislation on the appropriations side for education and training. The AFL-CIO's subordinate bodies, the state and local central bodies perform the same function at the state and local levels.

The second major area of AFL-CIO education concern is technical assistance to affiliates as well as to universities, colleges, and occasionally to related organizations such as the A. Philip Randolph Institute. The AFL-CIO's Department of Education develops an array of educational materials, workbooks, issue pamphlets and summer school manuals that are available to affiliates, universities and colleges, school systems and other groups, free or for a small fee. In addition, the department has an extensive film library that rents films for information, education and training. The department's professional staff assists affiliates with program development as well as unviersity and college labor education centers. The staff may provide liaison with education associations and professional organizations, such as the Coalition of Adult Education Organizations which has 26 national organizations whose members are

concerned with the education of adults.[40] They also serve on national boards, commissions and advisory councils where a formal or informal labor input is needed.

The third area is the development of trade union education and training programs for themselves and with their affiliates. The two major education and training unites are the AFL-CIO Human Resources Institute in the area of education and training and the George Meany Center for Labor Studies that combines labor education, credit courses and adult and cultural education. There are, in addition, a number of AFL-CIO operating and membership departments that sponsor education and training programs for the affiliates of the departments or generally on issue oriented programs such as health and safety, social security, political education, community services, etc.

The Human Resource Development Institute came about as a result of a change of internal policy. AFL-CIO policy did not permit the AFL-CIO, its subordinate departments or state and local central bodies, to accept government money. Many international unions also went along with this policy although not required. When this policy changed, the AFL-CIO established the HRDI in 1968 to be its vocational training arm for assistance to affiliates and to develop training programs to assist the disadvantaged and otherwise to provide job opportunity through placement and training. HRDI provided 67,394 job opportunities during 1978 to September 1980 contract period and 24,207 people were placed directly into jobs through the efforts of HRDI representatives in 59 metropolitan areas.[41] During this same period HRDI developed 877 programs costing 46 million dollars with 22,042 people being offered training and employment. HRDI administered 24 targeted outreach programs, a nine-city

handicapped placement program, a seven-city youth program, the Veteran's Assistance Program, the Apprenticeship Opportunity Center in Houston, Texas, the Navajo Construction Industry Program and the Native American Apprenticeship Outreach program.[42] HRDI views its role as follows: "It is this dual role of serving labor and the disadvantaged that makes HRDI unique among the nation's organizations in the employment and training field. It is also the making of the common interests of the labor movement and the disadvantaged community that has made HRDI one of the most effective programs of its kind in the country."[43] The HRDI is another example of the AFL-CIO linking its affiliates, the federal government through funding, education and training, business and industry with those in need of training and jobs.

The membership departments of the AFL-CIO, such as the Department of Professional Employees, through its research and training impacts on post-secondary education. This department's Committee on Scientific, Technical and Engineering Personnel, in 1980, developed a study group composed of eight department affiliates who visited three European countries to exchange views on technological change at the workplace. The department has distributed 6,000 copies of its report, "Cooperation or Conflict, The European Experience with Technological Change at the Workplace."[44] This department developed the Labor Institute of Human Enrichment which has developed a program in Employment and Training in the Arts that helped set apprentice standards of stage actors, animators and other technical occupations for the first time. It also developed cooperative arrangements with union employers and local governments to aid technical and professional workers. This program developed 3,000 jobs and training

opportunities.[45] In 1980 the Labor Education Advisory Service was created within the Department. It was developed under a grant from the U.S. Department of Education. The purpose is to provide technical assistance to unions and universities to assist adult workers to participate in postsecondary education programs. It also attempts to increase the number of education programs open to adult workers. A third program, the Labor Arts Program attempts to provide technical assistance to unions that wish to make arts activities more available to their members and families.[46] The above provides one example of the education and training function of an AFL-CIO department that directly impacts on postsecondary education.

Other departments perform other education and training functions such as the Building and Construction Trades Department with its interest in apprentice training and safety in the construction industry to cite one example.

The crown jewel among the AFL-CIO and the labor movement education and training programs is the George Meany Center for Labor Studies, Inc. The Center began 12 years ago in Washington, D.C., then moved to its residential campus in Silver Spring, Maryland.[47] This program provides education and training, primarily to full-time union leaders from all AFL-CIO affiliates at its central campus and sponsors specialized programs such as arbitration at university labor centers in various sections of the country. The Meany Center programs are designed to provide in-depth education for full-time union staff and officers from throughout the United States and Canada on topics of common concern. A yearly catalogue is produced and distributed far and wide so that unions may make arrangements to send their staff at different times throughout the year. Tuition is

free at the Center but participants have to pay for room and board. The Center also provides to its program participants as well as the local community a Wednesday evening performing arts program under a grant from the National Endowment. The campus itself takes on the role of an art museum with sculptures on the ground and paintings and exhibits in various media displayed primarily in the administrative building and elsewhere throughout the campus buildings. The Meany Center also sponsors a Bachelor's of Arts in Labor Studies Degree program through Antioch College. The Report of the AFL-CIO Executive council to Fourteenth Convention in New York, New York in 1981 noted that enrollments have increased each year. There were 4,000 students in 1980-81. The programs it noted were of one week in length and covered such topics as arbitration, organizing, collective bargaining, new staff training, labor law, psychology for union leaders, computers, economics, grant writing, public speaking, union publications and other subjects.[48] The report goes on to note that other unions use the Center for their own programs or to hold executive board meetings. The degree program has 213 members and 30 graduates.[49]

The Meany Center received grant monies to carry out several projects. One such project in oral history permitted 49 persons to be interviewed so that their story could add to the store of knowledge on labor history for future scholars. The funding came from the National Endowment for the Humanities.[50] A second project under federal funding was the Tripartite Program for Apprenticeship and Associate Degree in Labor Studies. The purpose was to initiate a working relationship between union-employer apprentice programs and community colleges. The project also commissioned

seven texts that would be used in the program (there is a shortage of texts in the field of labor studies) that will be published by the Bureau of National Affairs (BNA).[51]

The American Institute for Free Labor Development (AIFLD) uses the Meany Center to provide long-term education programs for Latin American and Carribean Unionists that come to this country for education on labor topics as well as industry tours. The Meany Center has great potential to provide a greater tie with the postsecondary education and the trade union movement.[52]

Conclusion

Education and training in the trade union movement is a combination of advocacy through federal and state legislation on behalf of education and training; the developing of both programs and funding for education and training through collective bargaining; providing education and training through universities and colleges through the joint planning process; and finally by developing their own internal programs for their members using their own dues monies and other resources. The extent of these education arrangements has never been adequately researched or fully written about by the union or outside professionals. The decentralized structure of unions makes research difficult. This is further complicated by the fact that unions often do not collect education figures themselves nor breakdown the program costs nor break them out of their budget as a special item. But what is clear is the fact that trade unions at various levels are carrying on major programs for their members that involve postsecondary education, business and industry and the federal and state

governments. There are millions of dollars being spent on education and training for union members and the disadvantaged using union skills and their business, industrial, governmental and postsecondary relationships.

The examples provided in this paper and elsewhere only scratch the surface of the activity. What is needed is a major effort by scholars from within the labor movement or those from outside that understand the union movement. Adequate funds need to be provided to perform a major multi-year study. Part of this study should include developing internal reporting mechanisms within unions and university and college labor centers for continuing to update such a study. Once completed, the study would be of value to unions themselves, the Congress, the state legislatures, to business and industry and federal agencies as well as postsecondary institutions.

Footnotes

[1]Union Membership and Employment (AFL-CIO Department of Research Feb. 80, pp. I5.

[2]Union Recognition in Federal Government November 1981 (OLMR 82-4) May 1982, pp. 21.

[3]Directory of National Unions and Employee Associations (USDL Bulletin 2079, 1979) pp. 56.

[4]Ibid., pp. 55

[5]Ibid., pp. 61

[6]Ibid., pp. 74

[7]Ibid., pp. 73

[8]Report of the AFL-CIO Executive Council to the Fourteenth Convention Pub. No. 1, November 16, 1981, pp. 45.

[9]Ibid., pp. 49

[10]Ibid., pp. 49

[11]AFL-CIO Structure Chart, Department of Publications.

[12]Lawrence Rogin and Marjorie Rachlin, Labor Education in the U.S. (National Institute for Labor Education, 1968).

[13]Labor Organization Participation in National Employment and Training Programs (U.S. Department of Labor, 1977)

[14]Author was a member of the ACE Review Team for both the initial evaluation and the 1982 five year review.

[15]Lois Gray, The American Way of Labor Education Reprint Series No. 184 (NY State School of Industrial and Labor Relations, Cornell University, February 1966) pp. 53-54

[16]John R. MacKenzie, "Labor Education," in Serving Personal and Community Needs Through Adult Education, ed. by Edgar J. Boone, Ron W. Shearman and Estelle E. White (Washington: Jossey-Bass Publishers, 1980) pp. 209

[17]Ibid., pp. 209

[18]Directory of Member Institutions and Professional Staff 1982, University and College Labor Education Association (Penn State University, Department of Labor Studies, College Park, PA)

[19]Lawrence Rogin, "Labor Unions," in Handbook of Adult Education ed. by Robert M. Smith, George Aker and J. R. Kidd (Published by Adult Education Education Association of USA and The MacMillan Co., 1970) p. 301

[20]Op. cit., UCLEA 1982 Directory of Member Institutions and Professional Staff

[21]Union Membership and Employment 1959-1979 (AFL-CIO Department of Research, February 1980) pp. III 21-22

[22]J.C. Turner, Proceedings of the Invitational Conference on Continuing Education, Manpower Policy and Lifelong Learning (National Advisory Council on Extension and Continuing Education, January 10-11, 1977) pp. 14

[23]Author's estimate based on his experience as President of the University and College Labor Education Association 1971-75 and as a university Labor Studies Director.

[24]Herbert Levine and Carroll M. Hutton, "Financing Labor's Role in Education and Training," New Directions for Experimental Learning Building New Alliances: Labor Unions and Higher Education, No. 10, 1980 (Jossey-Bass, Inc.) pp. 77

[25]Ibid., pp. 78

[26]Ibid., pp. 79

[27]Ibid., pp. 79

[28]Lawrence M. Weinstein, "Labor Unions," in The Cost and Financing of Adult Education and Training, ed. by Richard E. Anderson and Elizabeth Swain Kasi (Lexington, Mass., Lexington Books, D.C. Health and Co., 1982) pp. 245

[29]Levine, Experimental Learning, pp. 79-80

[30]Levine, Experimental Learning, pp. 81

[31]AFL-CIO Guide to Sponsored Scholarship, Awards and Student Financial Aid, 1982-1983, pp. i

[32]Ibid., pp. I-5

[33]Ibid., pp. I-1

[34]Henry Pelling, American Labor (University of Chicago Press, 1960) p. 9

[35]AFL-CIO Human Resources Development Institute Figures based upon B.L.S. data.

[36]Interview with Edgar Czarnecki, Assistant Director of Education, AFL-CIO

[37]"Labor Organization Participation in National Employment and Training Programs," 1977: USDL Pamphlet

[38]American Association of Adult and Continuing Education Conference Program, San Antonio, Texas, November 11-16, 1982

[39]Eric F. Shtob and Nathaniel Hackney, "Social Education: The District 1199 Training and Upgrading Fund," in Building New Alliances: Labor Unions and Higher Education, New Directions in Experimental Learning, Series No. 10 (November 1980) pp. 31-32

[40]Coalition of Adult Education Education Organizations 1981-82 Leadership Directory

[41]Report of the President of the Human Resources Development Institute to the Board of Trustees 1978-79 Contract Period and to September 1980, AFL-CIO, pp. 2.

[42]Ibid., Programs for Special Groups, pp. 1-8

[43]Ibid., pp. 4

[44]Report of the Executive Council of the AFL-CIO Fourteenth Convention New York, New York, November 16, 1981, pp. 319

[45]Ibid., pp. 322

[46]Ibid., pp. 323

[47]Ibid., pp. 71

[48]Ibid., pp. 71

[49]Ibid., pp. 71

[50]Ibid., pp. 72

[51]Ibid., pp. 72

[52]Ibid., pp. 195